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# COMMANDERS DIGEST

VOL. 15, NO. 23/JUNE 6, 1974

# PREPARING AMERICAN YOUTH THROUGH EMPLOYMENT

*A wide range of hiring programs within DoD helps the Nation in*

# PREPARING OUR YOUTH

By
Carolyn Whitehorn

The Department of Defense joins other Federal agencies in utilizing its facilities to employ the Nation's youth. DoD participates in the hiring of students in two categories: summer employment and student employment.

Summer employment is defined as employment beginning after May 12 and ending before October 1 of the same calendar year. Student employment is defined as is the employment of persons enrolled or who have been accepted for enrollment on a substantially full-time basis as resident students of a secondary school or an institution of higher learning. A resident student for this purpose is one in actual physical attendance at school as distinguished from a correspondence student.

The term student refers to a person enrolled or accepted for enrollment in a secondary or higher level institution (in residence), whether for one or a number of courses. Accordingly, certain appointment authorities which are appropriate for "students" are not necessarily restricted to "student employment" for in this context the person is not required to be a full-time student.

The departments and agencies making up DoD recruit separately for summer and student employment. As a result, there are a wide range of programs participated in by them. The major Defense-wide programs administered are:

## SUMMER YOUTH EMPLOYMENT PROGRAM

President Johnson in May 1965 announced the Summer Youth Employment Program as the Youth Opportunity Campaign. Each year the President sends a memorandum to the heads of government departments and agencies urging them to provide meaningful jobs to the Nation's youths. This program begins in mid-May and ends on September 30 each year. The Civil Service Commission (CSC) issues program guidance to all Federal agencies when the President signs the memorandum. It also monitors the program.

### Purpose of the Program

The objectives of the summer program are:

- To provide needed work in accomplishment of agency missions through the temporary employment of youths;
- To provide meaningful employment for youths which provides them not only an opportunity to earn money but also to learn about the Federal government; and
- To provide employment for college students in career-related fields, with the view of attracting such students to Government employment after graduation.

### Implementation

In the Department of Defense, the Office of the Assistant Secretary of Defense, Manpower and Reserve Affairs (OASD(M&RA)) monitors the program and establishes the goals, which are to appoint 4.2 youths each 100 employees in the field (5+ in Washington, D.C., area). Indian youth goals are established (eight Air Force bases have a total goal of 480). At least 75 percent of all appointments are to be disadvantaged or needy youth appointments. These appointments are exempt from personnel ceilings and need criteria is based on family income. The balance of appointments are made under merit staffing plans, from the Summer Employment Examination, the Federal Summer Intern Program, or other competitive appointments.

The program provides full-time summer employment to disadvantaged youths 16 to 21 years of age. Duties of employees involve work of a routine nature requiring no specific skills. Candidates are normally referred by state employment services in cooperation with schools and social action agencies. Youths are paid at the minimum wage for the local area (not less than $2.00 an hour). Employees are appointed as summer aide under Schedule A, section 213.3102(v), and employment is restricted to 700 hours.

### Evaluation of the Program

Commanders and other top management officials fully support the program. They indicate in their end of summer reports that the youths provide needed work during the summer months; the program provides youths with needed money to continue their education and helps them learn good work habits, and also gives them an idea of the Federal government as a prospective employer.

## STAY-IN-SCHOOL CAMPAIGN

On August 21, 1965, President Johnson announced a Youth Opportunity Back-to-School Drive which had the purpose of encouraging youths to continue or resume their educations. The program was renamed the Stay-in-School Campaign when the President again emphasized its objectives in 1966. Employers were asked to provide part-time jobs to disadvantaged youths when this employment might make the difference between a student's staying in school or dropping out.

To facilitate employment for this purpose, CSC approved a special Schedule A appointing authority, section 213.3102(w). This authority provides for a continuing program of part-time or intermittent work of a routine nature for high school or college students 16 to 21 years of age. The work is limited to 16 hours per week except during vacation periods when full-time employment may be authorized.

Students must be enrolled in or accepted for enrollment in a resident secondary school or institution of higher learning, accredited by a recognized accrediting body. While employed, they must continue to maintain an acceptable school standing. Pay is fixed by the agency head at a level commensurate with the duties assigned and the expected level of performance.

### Guidelines For Making Appointments

Restrictions on Appointments—An agency head may not appoint under this program the son or daughter of a civilian employee of that agency or the son or daughter of a member of its Uniformed Service. A person may not be appointed unless he has reached his 16th but not his 22nd birthday.

Entitlement to Benefits—Students appointed under this program are not eligible for coverage under the Civil Service Retirement System or the Federal Employees Health Benefits Program. Neither are they eligible for Federal Employees Group Life Insurance. If they have a regular tour of duty prescribed in advance, they are entitled to annual and sick leave benefits.

Determining the Need for Earning—In determining whether a student needs the earnings to continue in school, agencies may use any reasonable standards.

Pay Rate—When appropriate, pay may be fixed at the local minimum wage, the payfixing authorities of the agencies permitting. In no case can the pay rate be fixed at a rate below the Federal minimum wage or the applicable State or local minimum wage, whichever is higher.

## THE FEDERAL JUNIOR FELLOWSHIP PROGRAM

The Federal Junior Fellowship Program is designed to provide continuing summer and vacation employment, until college graduation, for outstanding high school seniors who plan to attend college. The program has been conducted on a pilot basis in Metropolitan Washington, D.C., over the past three years and will be continued during 1974.

To be appointed, a student must meet all of the following criteria:

- Be a U.S. citizen at least 16 years of age.
- Be a graduating high school senior and be nominated by a designated school official.
- Rank in the upper 10 percent of the graduating class.
- Be accepted for admission to an accredited institution of higher learning.
- Be interested in a Federal career following graduation from college.
- Need summer and other vacation employment in order to pursue a college education.

Junior Fellows begin their employment during the summer after graduation from high school in trainee positions selected to complement their intended college studies. As they progress satisfactorily through their academic study, they are given progressively responsible assignments in DoD and other agencies until, at the completion of their colleges, they are ready to compete for permanent employment in Federal Service.

### Implementation

The Washington area office, located at the U.S. Civil Service Commission, is responsible for the coordination and administration of the pilot effort and announces the program to all public and private high schools located within its jurisdiction.

THE WHITE HOUSE
WASHINGTON
April 16, 1974

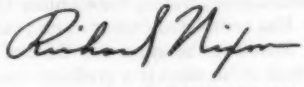
Many of our young people in America look forward to summer with both the hope and need for summer jobs. We in Government have an opportunity to assist them in their efforts to find that employment.

I am again requesting Federal managers to give their full support to the Federal Summer Employment Program for Youth. Our experience over the years demonstrates that this kind of investment in our young people pays handsome dividends.

In addition to the values gained by young people through their involvement in a wide range of activities, Federal departments and agencies benefit. Young employees can come as replacements for regular employees who are on vacation. They help do the work generated by increased workloads which some agencies experience during the summer months. They provide Government agencies with a chance to expand relationships with educational institutions, and they frequently gain fresh insights from contact with these young workers.

Apart from your selection of young people from the Summer Employment Examination, agency merit staffing plans, and the Federal Summer Intern Program, we must continue to see that needy youths have opportunities for Federal employment experiences. For the latter purpose, I am again setting a general goal of one needy youth for every 40 regular employees.

The Chairman of the Civil Service Commission will continue to provide leadership and guidance on all aspects of the Federal Summer Employment Program and will report to me on accomplishments. The support of your organization for this program has contributed greatly to its success in past years. I am confident that you will give this year's program your continued personal support.



RICHARD NIXON
President of the United States

Necessary information and instructions are provided, including eligibility criteria, appropriate nomination forms, and publicity material.

High school officials disseminate information to all eligible students and forward nominations to the area office. All nominations are reviewed by the office for completeness and admissibility. Unacceptable nominations are returned to the high school coordinator. After review, nominees are referred to participating Defense agencies.

### Appointment

Students elected are appointed under section 213.3102(q) of Schedule A and assist scientific, professional, or technical employees. Students may not be employed in excess of 1,040 working hours a year. The position cannot be of a routine clerical type. Junior Fellows are exempt from regular agency personnel ceilings and their employment is credited toward meeting the President's goal for summer employment of needy youth.

Qualification standards for Junior Fellowship positions must be consistent with standards established for comparable positions in the competitive services. Junior Fellows are permitted to work whenever they are available during vacation periods or school recesses. Initial appointments are made at the GS-2 level. After completion of one full-time academic year with satisfactory scholastic and work performance, Junior Fellows are reappointed or promoted to the GS-3 level. Completion of two full-time academic years, with satisfactory scholastic and work performance, is qualifying for promotion or reappointment to GS-4.

Accrual and Use of Annual Leave—Junior Fellows must be employed in a position for 90 calendar days without break in service before they are entitled to annual leave. At the end of the qualifying period, annual leave that would otherwise have been earned is credited to the employee's account. A Junior Fellow may use time earned in leave-without-pay (LWOP) status to complete the 90-day qualifying period. The student is carried on LWOP when not serving during the work period.

Employee Benefits—Junior Fellows are not within the purview of retirement laws when appointments are limited to one year or less, or otherwise fall under one of the exclusions cited in CSC regulations. Students not covered by retirement are covered by Federal Insurance Contributions Act (FICA).

Post-Graduation Policy—There is no provision for conversion of Junior Fellows. In order to qualify for career-conditional appointments, all program graduates must compete in an appropriate examination for career-conditional appointments. Agency coordinators should fully inform students of this requirement and should encourage them to maximize their eligibility by competing in all appropriate examinations.

### Orientation

Student Orientation—According to CSC guidelines, it is vital to the development of a successful program that all Junior Fellows be given sufficient orientation to the agency. Agencies may elect to bring students on board during the Easter vacation for a formal orientation of one to five days. If this is not done, the orientation should take place during the student's first week on the job. Orientation should include information on the agency mission, standards of performance and conduct, pay and leave policies, academic performance requirements, and persons to contact for assistance or additional information.

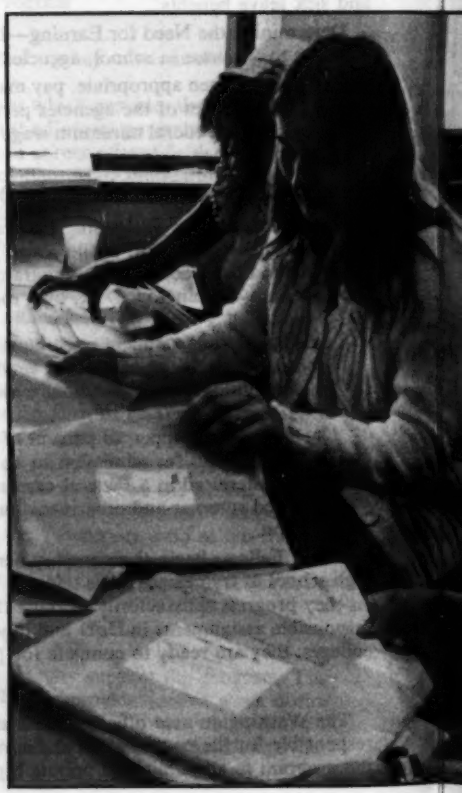
## FEDERAL SUMMER INTERN PROGRAM

The Federal Summer Intern Program was established in 1969 for the purpose of involving talented student leaders in the operations of the Federal government through meaningful summer employment in Federal agencies.

As defined by the CSC, a Federal Summer Intern is a college student employed by a Federal agency during the summer months who:

- Has completed two or more years of college-level study;
- Stands in the upper one-third of his class if an undergraduate, or in the upper one-half of his class if a graduate student;
- Is active in campus life;
- Plans to return to school in the fall;
- Is assigned to a nonclerical, career-related job; and

**The Department of Defense participates in the hiring of students in two basic categories: summer employment and student employment. In bottom picture, three students stuff printed material into envelopes for mailing. At right a young female student works on a Torpedo Tank Assembly at the U.S. Naval Torpedo Station, Keyport, Washington, in the Summer Youth Employment Program while another student (below) learns the operation and function of a mail room from a fellow Federal employee.**



● During his summer employment, spends about four hours per week in specially designed, agency-sponsored, developmental activities such as seminars, discussion groups, research, field trips or orientations, which will provide him with information concerning the operations of government.

**Implementation**

The commission announces the Intern Program to college officials each year. There is lively competition for the positions. Initially, there is a campus-wide competition for the school's nominations. Students are considered on the basis of scholastic ability, demonstrated leadership qualities, honors, awards and recognition, and career goals and interests. Each agency contacts several schools for each of its vacancies. Each school is requested to submit at least two nominations for each job vacancy for which it contracted. At the agency level, an average of 10 candidates is considered for a job vacancy.

Selection and Orientation—CSC in its guidelines stresses the importance of agency employers selecting students who have affirmative attitudes toward the program's objectives and philosophy. In addition to the usual suitability checks, students tentatively selected should be interviewed prior to final selection if possible. When agencies do not have field officials available to conduct interviews at the academic site, arrangement may be made for courtesy interviews by officials of other agencies.

Many interns will need money to take care of their expenses until they begin receiving regular pay checks. As the usual delay in receipt of the first check often works a hardship on them, agencies are urged to put these employees on supplemental payrolls until they can be worked into the regular pay system.

As soon as possible, interns should receive orientation about the function of their agency, its role in the Federal government, and their place in the organization.

Agencies should make every effort to assign students responsible duties to assure that the concept of career-related internships provides an opportunity to supplement the educational process. Career-related productive assignments should reduce or eliminate student concern regarding the quality of the program. CSC concludes that if these students are to be effective communicators of the Federal government as an employer, their summer experiences should be fulfilling.

Appointing authority and grade levels—The appointing authority used is Civil Service Regulation 316.402(a). Grade levels range from GS-4 to GS-11, depending on the positions and the qualifications of the interns. Interns assigned at grade levels lower than those for which they are qualified should be fully apprised of the circumstances.

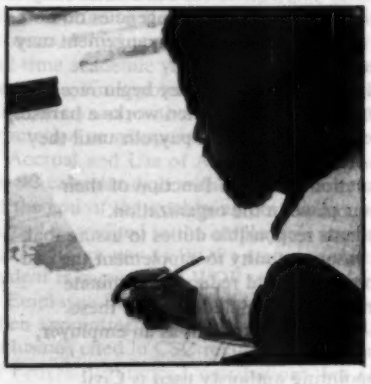
Seminars—CSC will again sponsor seminar programs in 1974 for interns working in the Washington, D.C., metropolitan area. Agencies employing interns in field installations are advised to conduct informal informational programs of a similar nature. As part of the information process, field interns should be given opportunities to meet and talk with Federal officials at other agencies in their area. As a general guide, each intern should be permitted about four hours per week on activities which are not at the job site. These may include visits to other agencies, participation in discussion groups, individual research on subjects that are mutually agreed upon by the intern and his supervisor, or working in another section of the organization on a project that is of special interest to the intern.

## SUMMER EMPLOYMENT EXAMINATION PLAN

This examination provides an opportunity for college students and high school graduates to compete on a merit basis for a summer job, through nation-wide winter examinations administered by the CSC.

The examination plan primarily covers jobs for clerical, office-related and subprofessional workers in grades GS-1 through GS-4. The examination is open each year from mid-October until late January. Registers are maintained by the local offices and requests for certification, including name requests, may be submitted any time after mid-February.

Activities participating in the plan are responsible for ensuring appointees meet appropriate experience or educational requirements and also for obtaining required evidence of proficiency for positions of typist and stenographer.



Appointments are temporary and limited in nature; except for direct-hire authorities authorized by the CSC, appointments are made from the summer roster in register order.

## AGENCY ADMINISTERED SUMMER MERIT PLANS

Summer jobs in the following categories are: those at grades GS-5 and above, trades and labor jobs, and those at grades GS-1 through GS-4 which are exempt from the summer examination are covered by Agency Administered Summer Merit Plans.

Appointments are based on a merit plan normally developed at the local level which provides for selection from among the best qualified. Candidates apply directly to the agency and a cut-off date on or before April 15 should be established for receipt of applications. Appointments may be either temporary limited under Regulation 316.402 (if specifically authorized) or under an appropriate Schedule A authority.

## COOPERATIVE EDUCATION PROGRAMS

Programs of this nature provide students with an opportunity to combine periods of study with periods of study-related employment. A written agreement of responsibilities involved on the part of the agency and school is required. Students may be enrolled in a high school vocational curriculum or a two-year or four-year college program. The salary is paid by the DoD department or agency and the student has full benefits accorded regular government employment in line with his type of appointment. In selecting an appropriate appointment authority, CSC guidelines recommend that the effect on the employee's benefits be considered.

## HOST-ENROLLEE PROGRAMS

Most of the employment-training programs established under the Economic Opportunity Act, Vocational Education and Higher Education Acts authorized federally subsidized assignments of enrollees to host employers for work experience. Under such arrangements, all or the major portions of the enrollee's allowance comes from Federal program funds while he receives work experience and training with the host employer. The departments and agencies of DoD are able to serve as host employers on this basis. Arrangements are made with the local program sponsor, such as a state or local government community action agency. Enrollees serving under host arrangements are not Federal employees for purposes of laws administered by the CSC although they may be covered by the Federal Tort Claims Act and Federal Employees Compensation Program depending on their assignments. Such programs which may be used for student and/or summer employment include the following:

- Neighborhood Youth Corps (NYC) under the Economic Opportunity Act of 1964.
- College Work-Study Program under the Higher Education Act of 1965 (previously authorized by the Economic Opportunity Act of 1964)
- Work Study Program for Vocational Students under the Vocational Education Act of 1973.

## COLLEGE PREP PROGRAM

Meaningful employment and intensive scholastic instruction for approximately one year is provided to high school graduates preparatory to their pursuit of a college education under the College Prep Program. The program is primarily aimed at disadvantaged youths interested in pursuing careers in the engineering or scientific disciplines; it is implemented and funded at the local activity level.

Although the program does not meet the formal definition of student employment, it is directly preparatory to such employment and is included accordingly.

Appointments are normally made at the GS-2 level although the Worker-Trainee rate or another appropriate wage grade rate can be chosen.

## OTHER STUDENT EMPLOYMENT

Students may also be appointed by activities under a work-study arrangement without formal agreement with a college or university. Employment may be cyclic or part-time, and the Schedule A and competitive appointment authorities outlined under formal programs may be used.

Such students upon graduation would compete for permanent employment from a somewhat less advantageous position since they would not necessarily be as eligible for the highest quality rating Civil Service examinations as would those students in formal programs.

# HOW the MILITARY SERVICES SUPPORT DoD's YOUTH-HIRING PROGRAM

## AIR FORCE

With a total summer hire goal of 9,790, including an Indian youth goal of 480, the Department of the Air Force is striving for a 1974 Summer Youth Employment Program as successful as its 1973 program.

Air Force activities employed a total of 10,217 youths last summer, in the 50 states, Guam, Puerto Rico and the Washington, D.C., area. Of that total, 8,191 were needy youths and 1,032 were youths appointed from the register of the Summer Employment Examination. In the Washington area a total of 410 youths were appointed.

The aim of the program was to provide meaningful work assignments, particularly those which could be related to future adult employment. On-the-job training and other training activities were provided the youths such as remedial education, orientation, and career and educational counseling.

### INDIAN YOUTH

Air Force is one of the biggest employers of Indian youths. Indian youth goals have been established at Defense installations located near Indian boarding schools, including eight Air Force bases. The program began in mid-May and will end September 30.

One example of the successful employment of Indian youths, offering training in areas of interest to the students, is Davis-Monthan Air Force Base, Arizona. In previous summers, Davis-Monthan has assigned its summer workers to positions as draftsman, illustrator, library aid, carpenter helper, painter helper, warehouseman, and clerk-typist.

### SUMMER INTERN PROGRAM

The Air Force hired 34 summer interns in 1973, nine of them assigned to the Office of the Secretary of the Air Force (OSAF) and 25 to the Air Staff. Most of these students were placed in positions related to their major field of study. General orientation covering overall OSAF organizations was provided for the interns and they were introduced to high-ranking Air Force officials including Secretary of the Air Force, John L. McLucas, and representatives of the Civil Service Commission (CSC). Several interns traveled on temporary duty with their supervisors to Air Force installations around the country.

### STAY-IN-SCHOOL CAMPAIGN

The Air Force is proud of its efforts to help keep students in school by serving as an employer. Its program is the largest among Defense departments and agencies. As of January 31, 1974, there were 3,017 student hires on Air Force rolls. In furtherance of Equal Employment Opportunity (EEO) objectives, appointments for minorities and women are 30 percent and 40 percent, respectively, of all appointments made.

## NAVY

A new venture which promises to turn inexperienced students into professional administrative and managerial career field employees has been undertaken by the Department of the Navy.

Since February 1973, the Administrative Cooperative Education Program, which recruits, hires, and develops students in administrative and managerial career fields, has been in operation.

The program is managed under the auspices of the Office of Civilian Manpower Management (OCMM), through a staff located in the Capital Area Personnel Services Office, Navy (CAPSO-N). There are six program coordinators, who spend most of their time on the road recruiting students from various colleges and working with Navy activities who host student trainees.

Objectives of the program as outlined by Navy are:

- To assist in meeting a significant portion of the intake requirements for college graduate trainees in civilian career fields three to five years hence.
- To assure an improved mix of minority group members and women in the trainee input population.
- To increase the Navy's involvement with a variety of educational institutions.

## About the Writer . . .

Carolyn Whitehorn, student journalism assistant with the Department of Defense, is assigned to the *Commander's Digest* as a writer and editor. She is a senior at Howard University, Washington, D.C., majoring in journalism.

Miss Whitehorn was raised in Kennett, Missouri, where she attended Kennett High School and was an active member of the foreign language club, assistant editor of the newspaper, and a permanent member of the National Honor Society. During her senior year, she served as teen editor of the *Daily Dunklin Democrat* and upon graduation received the *Democrat's* journalism award and the John F. Kennedy Memorial Award.

At Howard University, Miss Whitehorn has been a reporter for the campus newspaper. She has also done reporting work for the Washington Office of the Children's Television Workshop (CTW).

A summer intern at the *St. Petersburg Times*, St. Petersburg, Florida, in 1973, Miss Whitehorn is participating in their 1974 Summer Intern Program. She will return to DoD in the fall as a student intern.

COMMANDER'S DIGEST

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- To encourage additional numbers of college students to pursue educational programs suited to professional positions for which there is a requirement in the labor market.
- To better control the quality of permanent hires, since the Navy will be selecting from among experienced people who have had the opportunity to be evaluated on the job.

### RESOURCE SUPPORT

OCMM provides funding and ceiling to support participation for the program. Cooperative education students are appointed by the activities to which they are assigned, and are considered employees of that activity for the duration of their cooperative education appointments. Activities are reimbursed for salary, retirement, life insurance, and health benefits expenses for all administrative co-op student trainees on their rolls. Although administrative co-op student trainees must be reported on activity ceiling reports, activities may exceed their assigned ceiling by the number of full-time OCMM-supported administrative co-ops on their rolls.

### FRINGE BENEFITS

Depending on the number of credits they have completed, student trainees are appointed at the GS-3 and GS-4 levels and are eligible for enrollment in the Federal Employees Group Life Insurance Program, one of the various health benefits plans; and are covered by the CSC Retirement System.

### RESTRICTIONS

The Federal Personnel Manual (FPM) stipulates that the son or daughter of a civilian employee of the Navy Department or a member of its Uniformed Service may not be appointed to a student trainee position.

## ARMY

The Department of the Army is readying its plans for the 1974 Summer program. The total summer employment goal for Army is 13,500. Employment of youth in the Washington, D.C., area has been set at 1,310. At the end of the 1973 summer program, Army had surpassed its goals of 14,000 total summer hires, including 10,600 needy youth, employed 16,800 young people, 11,200 of them needy youth.

### INDIAN EMPLOYMENT

Again this year Army will participate in a special Indian Employment Program with a goal of providing summer jobs for at least 60 Indian youths. Fort Sill, Oklahoma, and Albuquerque Engineer District, New Mexico, will employ 55 and 5 youths, respectively. In 1973, severe funding facilities created difficulties at Fort Sill, with the result that only 36 Indian youths were employed.

### SUMMER PROGRAM FOR LAW STUDENTS

The Judge Advocate General Corp Summer Intern Program for Law Students, established in 1972, will be continued in 1974. One of the objectives of the program is to increase participation of law students from minority colleges and universities.

### RESTRICTIONS

The sons and daughters of Army civilian employees or military personnel may be employed within the Department of the Army only if there are no unemployed candidates on the same Certificate of Eligibles who have the same or higher scores on the Summer Employment Examination.

## OVERSEAS HIRING

In recognition of the environmental conditions inherent in the operation of many Department of Defense installations in overseas locations, which present a unique and complex problem in the provision of a healthy developmental climate for high school age dependents of DoD personnel, both military and civilian, DoD has developed an employment program for these youths.

The program involves full-time employment during summer months and part-time employment during the school year which can be extended to include dependent youths below the age of 16.

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